

**California Environmental Protection Agency**



**AIR RESOURCES BOARD**

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# **STRATEGIC PLAN**

**1997**



**State of California**

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**California Environmental Protection Agency**

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**California Air Resources Board**

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# Executive Summary

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## Purpose and Scope

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The California Air Resources Board (ARB) is the State agency responsible for improving and maintaining air quality in California. ARB's primary goal is to provide healthful, clean air for all Californians.

The ARB oversees all air pollution control efforts in California, including programs and activities of 35 local air pollution control districts. The Board has the authority and responsibility of ensuring that federal and state health-based air quality standards are achieved through a variety of controls for stationary, mobile, and small "area" sources of pollution. These include: factories, power plants, cars, trucks, buses, off-road vehicles, consumer products, lawn and garden equipment, and other sources of air pollutant emissions.

This 1997 Strategic Plan is not intended to be a comprehensive outline of all of ARB's ongoing activities and programs. Rather, it focuses on the new activities that are needed to meet the challenges of the next four years -- primarily carrying out the strategies in California's State Implementation Plan (SIP) for air quality. These new activities build upon the ongoing programs that are critical to meeting ARB's statutory mandates and the goal of achieving health-based air quality standards throughout California.

## Key Elements

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The key elements of ARB's Strategic Plan are the Mission, Vision, Guiding Principles, and the Goals and Objectives. The goals span near-term through long-term Board activities and commitments. The plan notes the new activities that will require resource augmentation in order to fully meet the identified objectives.

### **Mission**

The Air Resources Board's (ARB) mission is to promote and protect public health, welfare and ecological resources through the effective and efficient reduction of air pollutants while recognizing and considering the effects on the economy of the State.

### **Vision**

Our vision is to achieve healthful, clean air for all Californians through a partnership approach to air quality management.

**Goal 1: Continuously improve our understanding of the nature and causes of California's air quality problems.**

Maintaining a strong scientific foundation for our programs is critical to accomplishing our mission. Ongoing research, improvements to technical tools and approaches, and assessment of air quality progress are activities that are essential to our success.

**Goal 2: Increase the effectiveness of adopted air pollution control strategies, and integrate these strategies with other regulatory processes.**

Our progress in improving California's air quality is the result of the existing comprehensive state and local air pollution control program. By increasing the effectiveness of these programs, we can further improve air quality in the near-term. We must also ensure that federal requirements are integrated with California's well established air quality programs.

**Goal 3: Promote the development of new technologies, and adopt control strategies to attain air quality standards and reduce public exposure to air toxics.**

In order to achieve our long-term air quality goals and mandates, we must ensure that new clean-air technologies are developed and implemented. New technologies will be key to the control strategies in our road map for clean air -- the California SIP.

**Goal 4: Strengthen public education, stakeholder outreach, and quality improvement activities.**

Expanding our public awareness programs and stakeholder outreach efforts will help improve our programs and enhance the public's understanding of air quality problems and solutions.

**Goal 5: Assess the economic impacts of air quality programs, and assist businesses in meeting air quality objectives.**

We are expanding the scope of economic analyses conducted for proposed major regulations as well as increasing activities that directly assist California businesses in understanding and complying with air quality requirements.

## **Future Plans**

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ARB will review the strategic plan annually as part of the budgeting process. Adjustments will be made as needed to reflect environmental changes and completed objectives and strategies.

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# Mission, Vision, & Guiding Principles

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## Cal/EPA's Mission

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The mission of the California Environmental Protection Agency (Cal/EPA) is to improve environmental quality in order to protect public health, the welfare of our citizens, and California's natural resources. Cal/EPA will achieve its mission in an equitable, efficient, and cost-effective manner.

## Our Mission

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The mission of the Air Resources Board (ARB) is to promote and protect public health, welfare, and ecological resources through the effective and efficient reduction of air pollutants, while recognizing and considering the effects on the economy of the State.

## Our Vision

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Our vision is to achieve healthful, clean air for all Californians through a partnership approach to air quality management.

## Guiding Principles:

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*ARB Serves All Californians* -- The air we breathe is of vital importance to every person in this State, and to future generations. Thus, all Californians are our "customers."

*Research and Strong Science* -- ARB uses the best available scientific information to set health-based standards, adopt control strategies, and to measure the results of California's air quality programs.

*Cost-Effective Pollution Reduction* -- ARB pursues the most cost-effective and efficient approaches to achieve clean air. This principle is carried forth in all functions, whether technical or administrative.

*Partnerships for Clean Air* -- ARB works closely with all stakeholders in developing and implementing clean air strategies.

*Environment of Excellence* -- We are committed to maintaining a creative, innovative work environment and a "customer service" approach to accomplishing our mission.

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# ARB Mandates & Responsibilities

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## Mandates

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ARB is the State agency charged with overseeing California's air pollution control program. The focus of the program is to achieve State and federal health-based air quality standards.

The Board's primary legal mandates require us to:

- Make continuous and expeditious progress toward attainment of the federal and State air quality standards throughout California.
- Attain federal air quality standards by the applicable deadlines.
- Continue California's progress in reducing public exposure to toxic air contaminants.
- Implement and oversee specific air pollution control programs necessary to achieve and maintain air quality standards.

## Primary Responsibilities

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State law gives ARB the responsibility for implementing specific programs necessary to comply with the State and federal Clean Air Acts, as well as for oversight of local air district programs.

### **Motor Vehicle Controls**

ARB's motor vehicle control program is the cornerstone of the statewide strategy for achieving clean air. ARB has the authority and responsibility to regulate motor vehicles and other mobile sources such as non-road engines. The program has resulted in dramatic reductions in vehicle emissions despite continued increases in population and vehicle travel.

### **Cleaner Fuels**

ARB's program for cleaner fuels provides the dual benefit of immediate emission reductions from vehicles currently on the road while also enabling new vehicles to meet increasingly more stringent standards.

## **Consumer Products**

State law directs ARB to reduce emissions of consumer products as part of the statewide clean air strategy. ARB has already reduced emissions from 27 consumer product categories. The 1994 ozone SIP includes strategies to further reduce emissions from consumer products and architectural coatings.

## **Stationary Sources**

While primary authority to regulate emissions from stationary sources rests with local air districts, ARB provides technical assistance, guidance and oversight. ARB works with districts on control technology assessments, reviews district rules, and performs district program audits.

## **Toxic Air Contaminants**

State law specifies a process by which the ARB, with the assistance of a Scientific Review Panel, identifies toxic air contaminants. ARB develops and implements control measures for identified toxic air contaminants, and also assists businesses in reducing public exposure through risk assessment and reduction audits. Since 1983, ARB's program has reduced toxic air contaminant emissions from over 7,000 stationary sources in the state, as well as decreasing toxic emissions from motor vehicles.

## **Air Quality Plans**

The Air Resources Board is charged with air quality planning responsibilities under federal and State laws. We are required to ensure that pollutant-specific plans for attaining air quality standards are technically sound and meet legal requirements. ARB must formally review and approve federal air quality plans before submittal to the U.S. Environmental Protection Agency and must take similar action on State plans. ARB must also determine whether each region of California is meeting air quality standards and identify the nature of air pollutant transport between regions.

## **Air Quality Monitoring**

State law directs ARB to monitor air pollutants in each air basin in the state, in cooperation with local air districts. Air quality data is needed to determine the nature of the pollution problem and to assess how well our control programs are working. ARB monitors for toxic air contaminants as well as for the "criteria" pollutants: ozone, carbon monoxide, nitrogen dioxide, particulates, sulfur dioxide, sulfates, and lead.



## **Emission Inventory and Modeling**

The ARB is responsible for maintaining up-to-date statewide information on air pollutant sources. This emission inventory information serves as a basis for air quality plans and control programs. We continue to improve emission inventories through a process that includes extensive coordination with air districts, businesses, industries, state and regional agencies, and other stakeholders. ARB also performs modeling analyses needed to develop attainment plans and analyze control strategies.

## **Research**

ARB carries out a research effort to provide scientific and technical information necessary to design and implement the Board's programs. Research is conducted to address questions related to the health effects of air pollution, atmospheric processes, effects of air pollution on vegetation and the economy, and the effectiveness of air pollution reduction measures.

## **Air Quality Standards**

State law gives the ARB the authority and responsibility to adopt state air quality standards. As required, the Board has adopted statewide health-based air quality standards.

## **Enforcement**

ARB enforces our adopted statewide control measures to ensure that the emission reductions benefits are achieved. In addition, ARB oversees district enforcement programs for stationary sources of air pollution. As part of that effort, ARB provides technical training courses that assist industry and district enforcement personnel in remaining up-to-date on new technology and regulatory changes.

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# Internal/External Assessment Summary

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Our internal assessment was conducted beginning at the division level. Division management teams took the lead role in developing input from their staff. An inter-divisional team completed the overall internal assessment based on input from the Divisions. A variety of staff, supervisors, and managers participated.

We also conducted a series of external forums with stakeholders statewide prior to developing our strategic plan. The forums, held from April to August 1996, included representatives from industry, trade organizations, and environmental and public health advocacy groups. The results of these forums were evaluated in conjunction with the key internal factors expected to affect ARB's work in the next few years.

As a follow-up to the external forums, we surveyed the stakeholder participants to help refine the key themes that our stakeholders believe to be most important to the future success of California's air quality program. These themes are addressed in one or more of the goals identified in this plan:

## **Carry forward a clear, strong, science-based air program**

Our stakeholders tell us that we should continue to achieve air pollution reductions through a strong science-based approach. Several initiatives in the plan focus on continuing to improve our scientific knowledge about air pollution problems and solutions (Goal One).

## **Reduce regulatory complexity and cost**

Integrating federal requirements with California's program is a specific objective that helps reduce regulatory complexity as well as costs (Goal Two).

## **Strengthen public education and stakeholders participation**

The strategic plan includes several objectives related to increased public education and outreach. Increased stakeholders participation is also targeted through specific efforts to expand opportunities for stakeholder input as well as to assess satisfaction with ARB public processes (Goal Four).

## **Achieve proportionate emission reductions**

A combination of objectives in the plan help ensure that all types of air pollution sources contribute to efforts to achieve clean air (Goals Two and Three).

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# Strategic Goals

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Goal One: Continuously improve our understanding of the nature and causes of California's air quality problems.

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**Objective 1: Annually improve scientific understanding of the relationship between air pollution and adverse health effects.**

*Strategies:*

- Continue research to expand understanding of the adverse health effects of long-term exposure to ambient levels of air pollutants, especially in children.
- Continue research to increase understanding of the relationship between respirable particulate matter (including PM10 and PM2.5) and disease, mortality, and other health effects.

**Objective 2: Annually assess California's progress in reducing public exposure to air pollution.**

*Strategies:*

- Use statewide air pollution measurements to assess progress in achieving air quality standards and reducing public exposure to air toxics.

**Objective 3: By December 2001, develop technical data and tools necessary to address federal PM2.5 air quality standards.**

- Provide data needed to comply with the new federal PM2.5 standard by establishing a monitoring network.\*
- Develop the first statewide PM2.5 emission inventory.\*
- Develop an integrated model for directly emitted particulate matter and pollutants which form particulate in the atmosphere.\*
- Improve understanding of regional PM2.5 air pollution by participating in comprehensive regional monitoring and analysis efforts.\*

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\* In order to fully accomplish these strategies, additional resources will be required.

**Objective 4: By December 1999, improve understanding of smoke management practices and mitigation approaches.**

*Strategies:*

- Increase ARB's capabilities to predict and manage air emissions from current and projected forest and land management prescribed burning activities.\*

**Objective 5: By December 1998, improve ARB's risk assessment methodologies regarding toxic air contaminants.**

*Strategies:*

- Ensure that the recommendations of the Scientific Review Panel regarding exposure and health risk assessments of compounds proposed for identification as toxic air contaminants are addressed.
- Improve the quality and efficiency of toxic risk reduction audits by preparing and distributing Toxic Air Contaminant Risk Reduction Audit and Plan Guidelines.
- Implement recommendations of the Risk Assessment Advisory Committee regarding the evaluation of air toxic exposures and risks, and also the Office of Environmental Health Hazard Assessment's Risk Assessment guidelines.

## Performance Measures

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GOAL 1 Performance Measurements:	Outcome Measure	Output Measure
Track annual air quality indicators for ozone, CO, PM10, and certain toxic air contaminants.	✓	
Prepare and distribute a new annual "State of the Air" document reporting on air quality, both statewide and in the major metropolitan regions.		✓
Number of air toxic "hot spots" core facilities reporting emissions data annually. (note: fewer facilities reporting means less toxic emissions)	✓	
Number of prescribed burning decisions issued by ARB per year.		✓
Satisfaction of stakeholders with ARB's program.	✓	

Goal Two: Increase the effectiveness of adopted air pollution control strategies, and integrate these strategies with other regulatory processes.

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**Objective 1: By June 1999, improve the efficiency of ARB's motor vehicle certification and testing programs.**

*Strategies:*

- Increase the efficiency and capacity of ARB's motor vehicle and fuels certification programs by coordinating with vehicle manufacturers to develop and implement more flexible processes.\*
- Reduce air pollution impacts from heavy-duty vehicles by resuming testing of on-road trucks to ensure that they maintain prescribed emission levels.
- Increase the efficiency and capacity of ARB's aftermarket parts program by implementing emission performance criteria.\*
- Reduce emissions from vehicle refueling by implementing compliance testing requirements for onboard refueling vapor recovery systems.\*

**Objective 2: By December 1998, increase the effectiveness of ARB's enforcement programs.**

*Strategies:*

- Increase enforcement activities by creating a group of investigators and attorneys to target sources of pollution that do not comply with air quality laws and regulations. \*
- Increase the effectiveness of ARB oversight of local air district programs by performing additional program audits and inspections of pollution sources.\*
- Improve technical skills of district and private industry compliance personnel by increasing the number of courses provided by ARB, including additional courses in multi-media environmental enforcement.\*

**Objective 3: By December 1999, improve the harmonization of federal, state, and local air quality programs.**

*Strategies:*

- Promote the integration of the federal air toxics (“Title III”) program with California’s program.\*
- Ensure that the restructuring of the electricity utility industry does not result in increased power plant emissions in California by coordinating with the electrical utility industry, other agencies, and air districts.\*
- Promote federal implementation policies for new air quality standards that will allow California necessary flexibility.\*

**Performance Measures**

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<b>GOAL 2 Performance Measurements:</b>	<b>Outcome Measure</b>	<b>Output Measure</b>
Emission reductions achieved annually by all ARB “on-road” mobile source regulations and programs statewide.	✓	
Number of “in-use” vehicle model families tested for compliance annually, and number of manufacturer model recalls issued by ARB.		✓
Number of heavy-duty vehicles inspected per year; compliance failure rate.  Emissions reductions annually from program.	✓	✓

Goal Three: Promote the development of new technologies, and adopt control strategies to attain air quality standards and reduce public exposure to air toxics.

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**Objective 1: By December 1998, promote the development of new cost-effective clean-air technologies.**

*Strategies:*

- Encourage the identification of promising new technologies and strategies by hosting a major symposium on “New Technologies for Clean Air.”
- Encourage the development and demonstration of improved, cost-effective technologies by expanding ARB’s Innovative Clean Air Technologies program.\*
- To more economically reduce air quality impacts from agricultural burning, support the identification of new uses for agricultural wastes, such as rice straw.\*

**Objective 2: By June 2002, further reduce emissions from mobile sources and consumer products by developing and implementing strategies in the 1994 ozone SIP.**

*Strategies:*

- Reduce emissions from heavy-duty and diesel-powered vehicles and off-road engines by promoting development of nationwide regulations and statewide programs for the early introduction of cleaner engines.\*
- Develop low-emission standards for new medium-duty vehicles.
- Further reduce emissions from new light-duty vehicles, consumer products, and architectural coatings through additional statewide measures. \*
- Encourage the retirement of older, higher-emitting cars and trucks by facilitating the implementation of voluntary accelerated vehicle retirement programs.

## Performance Measures

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GOAL 3 Performance Measurements:	Outcome Measure	Output Measure
New measures adopted by ARB for on- and off-road mobile sources and consumer products, as committed in the 1994 SIP.  Annual emission reductions from adopting and implementing these new ARB measures.	✓	✓
Number of stakeholder workshops, meetings, and conferences held annually (including those held regarding ARB regulatory items).  Stakeholders' satisfaction with their participation in individual ARB Board item processes.	✓	✓



Goal Four: Strengthen public education, stakeholder outreach, and quality improvement activities.

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**Objective 1: By December 1998, increase public understanding of air pollution problems and encourage personal responsibility for improving air quality.**

*Strategies:*

- Improve public awareness of air quality by increasing the number and quality of broad-based, multi-media public awareness and outreach campaigns.\*
- Expand resources available for conducting major public outreach and communication programs by increasing partnerships with stakeholders.
- Increase public access to air quality information by providing data through computer access and published reports.

**Objective 2: By December 1998, increase the effectiveness of ARB's stakeholder participation processes.**

*Strategies:*

- Increase the level of satisfaction of ARB's multiple stakeholders through collaborative problem-solving, consultation meetings, and public workshops.
- Establish monitoring and evaluation systems to identify the needs, expectations, and satisfaction of ARB stakeholders and the public.
- Encourage stakeholder input in the PM2.5 planning process through public meetings and workshops.\*

**Objective 3: By December 1998, integrate quality improvement approaches to problem solving throughout ARB.**

*Strategies:*

- Increase the use of teams within ARB to identify and implement effective solutions, programs, and processes.
- Continue management support of team activities through team sponsorship and by providing necessary resources.
- Provide training opportunities for ARB managers and staff regarding teams, customer service, and other quality improvement topics.

## Performance Measures

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<b>GOAL 4 Performance Measurements:</b>	<b>Outcome Measure</b>	<b>Output Measure</b>
<p>Number of major public education campaigns conducted regarding air quality challenges, successes, and strategies for the future.</p> <p>The measured effects on public awareness of campaigns regarding air quality and related programs and activities.</p>	✓	✓
<p>Number of stakeholder forums held annually.</p> <p>Stakeholders' ratings of ARB processes regarding key themes (listed on page 7).</p>	✓	✓
Number of quality improvement teams.		✓
Number of managers & staff participating in quality/customer service training.		✓

Goal Five: Assess the economic impacts of air quality programs, and assist businesses in meeting air quality objectives.

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**Objective 1: By December 1999, expand the scope of ARB analyses of the economic impacts of proposed major regulations.\***

*Strategies:*

- Improve economic analysis methodologies used to assess proposed major regulations.
- Increase stakeholder participation in the development of economic analyses.

**Objective 2: By December 1998, increase the acceptance of certified air pollution control technologies, and improve technical assistance provided to California businesses.**

*Strategies:*

- Respond to manufacturers' requests for pre-certification of small and portable equipment by issuing pre-certifications in an accurate, appropriate, and timely way.
- Expand ARB's Internet homepage coverage of information helpful for business compliance.
- Promote pollution prevention by coordinating with other agencies and businesses regarding source reduction, recycling, non-toxic hazardous materials, and other environmental media.

## Performance Measures

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GOAL 5 Performance Measurements:	Outcome Measure	Output Measure
Number of economic analyses of proposed actions conducted annually.		✓
Stakeholders' satisfaction with ARB's economic analysis processes.	✓	
Number of equipment pre-certification applications reviewed; number of certifications issued; average processing times (annually).		✓

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# Methodology

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In 1995, the ARB prepared a comprehensive Strategic Plan. The following year, the Department of Finance (DOF) provided guidance related to strategic plans for use by all State agencies. ARB's approach for preparing this Strategic Plan was to update and redesign the earlier plan to focus on new initiatives and the concepts outlined in the DOF guidance.

In 1996, the ARB conducted a series of air quality Stakeholder Forums around the State that included representatives from: CAPCOA (the California Air Pollution Control Officers Association); environmental groups; industry; trade organizations; public health advocacy groups; and other interested parties. The forums were held in nine areas of the State. Input received during these forums has provided the primary basis of the "external assessment" for the 1997 Strategic Plan. These professionally-facilitated forums were designed to solicit the views and recommendations of the many "stakeholders" involved with air quality efforts or affected by the actions of air agencies.

Preparation of the 1997 Strategic Plan was initiated by the Executive Officer, Michael P. Kenny. Divisions provided initial input on draft goals and objectives. Staff contacts in each division were part of a plan development team that worked on refining individual goals, objectives, and performance measures. For example, additional input from managers and staff within the ARB was obtained through meetings and interviews. The extensive internal and external input to this plan ensures that it reflects a broad based assessment of new initiatives critical to accomplishing the ARB's mission.

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## Measuring and Tracking Performance

~~All program managers will be provided a copy of the Strategic Plan so that they can~~  
keep the vision and the goals before them as they complete their ongoing assignments and to assure that the strategically critical assignments under their responsibility are on schedule. As well, all employees will be provided a copy of the plan so that they can see how their specific assignments fit into the context of ARB's overall mission, vision, goals and objectives.

An assessment of plan progress will be provided each year after this plan is adopted. The first report will be completed following the end of the 1998 Smog Season, in November 1998. The report will include progress on each of the performance measures listed in the strategic plan, as well as an assessment of general progress on each of the plan goals. Where necessary, changes to the plan will be made to account for changes in the external and/or internal conditions.

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# Resource Assumptions

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The goals, objectives and performance targets identified in the Strategic Plan assume the current fiscal year 1997-98 appropriation and additional augmentations in future years. The plan reflects several new program activities necessary to meet the identified goals and objectives.

The new activities that will require additional resources can be categorized in one or more of the following key areas:

- Improving the scientific foundation of air pollution control strategies
- Promoting new clean air technology
- Meeting SIP commitments
- Expanding enforcement, audits, and training
- Integrating federal requirements with California's program

While process improvements and reallocation of existing resources will allow for accomplishment of some future objectives, those which will require additional resources in the future are noted in the plan.